

Update on the Commission's Action Plan for the Reform and Restructuring of Administrative Services Credentials

Professional Services Division

November 6-7, 2002

Executive Summary

The Commission is conducting a number of activities related to its efforts to improve school administrator preparation and establish new avenues for obtaining both preliminary and professional clear administrative services credentials. Included in these activities are the development of new standards for professional clear credentials, and revising state regulations regarding services requiring possession of an administrative services credentials. This item provides an update of the various action the Commission is taking to address these critical issues.

Policy(s) Issue to be Considered

Are current activities related to administrator preparation consistent with the Commission's previously stated policy objectives for this work?.

Fiscal Impact Statement

Activities related to administrator preparation are covered under the Commission's base budget.

Recommendation(s)

This is an information item. No Commission action is required, but staff welcomes Commission direction on any of the activities discussed herein.

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October 22, 2002

Background

The California Commission on Teacher Credentialing is continuing its work to review issues related to school administrator preparation and provide new options for obtaining administrative services credentials. In 2001, the Commission sought and obtained input on administrator preparation issues from a variety of stakeholder groups, including administrators, teachers, university faculty, school board members and other individuals and groups interested in administrator preparation. The Executive Director appointed a task force with expertise in school administration to study existing administrator preparation standards and make recommendations for strengthening administrator preparation. The findings of this task force were presented to the Commission at its November 2001 meeting. Subsequently, the Commission engaged in substantive dialogue with the public regarding the structure of the credential, the content of preparation, and the need for a credential for all administrators.

The Commission acted in March 2002 to establish the following policy objectives for completion of revisions to administrator preparation and licensure:

- Objective 1: Provide greater flexibility to districts in employing individuals for administrative positions at the district level;
- Objective 2: Recast administrator standards, preparation and induction to focus on instructional leadership and success for all students;
- Objective 3: Authorize alternative, accredited, standards-based routes to the credential, including preparation offered by local school districts;
- Objective 4: Ensure licensure portability for administrators prepared in other states;
- Objective 5: Restructure the professional clear credential requirements to focus on mentoring, support and assistance;
- Objective 6: Allow capable, experienced individuals to demonstrate their knowledge skills and abilities, consistent with credential requirements, through a combination of written and performance-based measures.

Staff has undertaken a number of activities to achieve these objectives and has made significant progress in all areas. The remainder of this report provides an update on the Commission's recent and current efforts, and is organized according to each of the six objectives listed above.

Objective 1: Provide greater flexibility to districts in employing individuals for administrative positions at the district level.

At the Commission's March 1, 2002 meeting, the Commissioners acted to provide greater flexibility at the district level by directing staff to pursue revision of Title 5 regulations concerning certification requirements for central office administrators. Based on lengthy policy discussions, the Commission determined that administrative services credentials and the preparation required for obtaining them most appropriately focuses on site-based instructional leadership and school site management rather than the myriad other functions generally performed at the district level. Allowing other qualified individuals to undertake non-instructional duties would allow site administrators to focus more on the management of instructional programs and ensuring students' success. Also, allowing other certificated personnel to undertake some limited management responsibilities would allow for the development of a new cadre of school leaders. Staff drafted proposed amendments to Title 5 regulations that would achieve the desired administrative assignment flexibility and introduced them to the field through coded correspondence in August 2002, and held a public hearing at the Commission's October 2002 meeting. After hearing public input the Commissioners acted to approve the proposed regulations. Staff expects that these changes will take effect in the coming months.

Objective 2: Recast administrator standards, preparation and induction to focus on instructional leadership and success for all students.

The Commission specifically directed staff in March 2002 to use the California Professional Standards for Educational Leaders (CPSEL) as the basis for new standards to govern administrator preparation. Based on national standards developed by the Interstate School Leaders Licensure Consortium (ISLLC), the CPSELs describe the knowledge and skills of effective site administrators and focus specifically on the role of administrators as instructional leaders. In May 2002, the Executive Director appointed a design team of current administrators, other experts in school administration, and other stakeholders to work with staff to develop new standards. Early in its work, the design reviewed the ISLLC and CPSEL standards, and concurred with the Commission that these are appropriate outcome standards for California administrators.

The design team is currently working to develop draft curriculum and field work standards that will ensure that preparation programs produce administrators who can provide the instructional leadership defined by the CPSEL's and ISLLC standards. Staff expects that a set of draft standards for both Tier I and Tier II administrator preparation program standards will be presented for the Commission's initial consideration at the November or December 2002 Commission meeting. Upon Commission approval, staff will distribute the draft standards for review and input by interested stakeholders in the field. Staff will compile field input and work with the design team to revise the draft standards. The new standards will be presented to the Commission for consideration and possible adoption in January or February 2003. Sponsors of administrator preparation programs will then have two years to transition to the new standards. It is possible that new programs will be approved and ready to commence as early as September 2003.

Objective 3: Authorize alternative, accredited, standards-based routes to the credential, including preparation offered by local school districts.

Upon determining that alternative routes to obtaining administrative services credentials would be an appropriate method to bring qualified competent individuals into California's school administration ranks, the Commission sponsored Senate Bill 1655 (Scott) to provide the needed statutory changes to achieve this goal. The bill passed through both houses of the Legislature without a dissenting vote and was signed by Governor Davis on August 15, 2002. Senate Bill 1655 provides the following new options for administrator preparation:

- 1) Establishes an examination option for individuals interested in obtaining a Preliminary Administrative Services Credential. (This new option is discussed more fully under objective six, below.)
- 2) Establishes multiple additional options for completing requirements for the Professional Administrative Services Credential. Included in the new options are passage of a national administrator performance assessment adopted by the Commission, and demonstration of mastery of the Commission's fieldwork performance standards. (This new option is discussed more fully under objective six, below.)

To address the objective of allowing local school districts to prepare administrators, the Commission directed staff to pursue necessary changes to Title 5 regulations to authorize the Commission to accredit programs offered by entities other than colleges and universities if such programs are found to meet all of the Commission's standards for administrator preparation programs. Coded Correspondence regarding this change was distributed to the field in July 2002, and a public hearing was held at the Commission's September 2002 meeting. The Commissioners approved the amended regulation at that time. The new regulation is expected to be effective in the coming months after which time non-university entities can submit proposals to offer administrator preparation programs for review and possible accreditation.

Concurrent with the Commission's efforts to revise administrator preparation, the Legislature passed Assembly Bill 75 (Steinberg) which provides funding for the professional development of current administrators. A section of that legislation states:

The Commission on Teacher Credentialing may approve a program developed pursuant to this article as meeting a portion or all of the requirements to fulfill the standards for a professional clear administrative services credential. (EC§ 44513 (c)).

Staff is working with the design team to develop a set of standards or procedural rules that will govern the use of AB75 for credentialing purposes.

The outcome of these activities is expected to be the following set of alternatives for completion of preparation requirements for California administrative services credentials:

<i>Options for Meeting the Professional Preparation Requirement for Preliminary Administrative Services Credentials</i>	<i>Options for Meeting the Professional Preparation Requirement for Professional Clear Administrative Services Credentials</i>
<ul style="list-style-type: none"> • University based coursework program • University sponsored internship • Program offered by an alternative (non-university) provider • Passage of Commission-adopted examination 	<ul style="list-style-type: none"> • University based preparation program • Program offered by an alternative (non-university) provider • Passage of Commission-adopted examination • Completion of AB75 training • Demonstrated mastery of fieldwork performance standards
<p>All candidates will also be required to:</p> <ul style="list-style-type: none"> • Possess a bachelor's degree from a regionally-accredited institution • Possess a prerequisite teaching or services credential • Verify three years teaching or services experience • Meet California's basic skills and character and identification clearance requirements 	<p>All candidates will also be required to document that they received support and mentoring meeting the Commission's guidelines.</p>

Objective 4: Ensure licensure portability for administrators prepared in other states.

California has for many years issued preliminary administrative credentials to licensed administrators from other states who met all requirements for California preliminary administrative services credentials. Still, individuals with successful administrative experience in other states were required to complete Tier II requirements in order to be eligible for a professional clear administrative services credential. The Commission was concerned that this requirement served as an unnecessary barrier to experienced out-of-state administrators seeking employment in California schools. To address this concern the Commission sponsored Assembly Bill 877 (O'Connell) which included a number of provisions aimed at reducing barriers faced by both teachers and administrators prepared in other states who are interested in serving in California. One of the provisions of AB 877 is to issue a professional administrative services credential to administrators prepared outside of California who are able to verify successful prior administrative experience and/or completed a professional development program that included intensive mentoring, support and assistance. As a result of this legislation all administrators prepared in other states are eligible for a California administrative services credential at the appropriate level based on their prior administrative experience. Current reform efforts are being undertaken in a manner that will preserve this flexibility.

Objective 5: Restructure the professional clear credential requirements to focus on mentoring, support and assistance.

As stated under Objective 3, candidates will have a variety of options to meet advanced preparation requirements for professional clear administrative services credentials. Regardless of the option selected, each candidate will also complete a support and mentoring component as part of their Tier II experience. In reviewing input received by current administrators and other stakeholders through a variety of methods, staff found the greatest number of comments referred to the need for new administrators to receive direct support and mentoring during their first years of practice. To address this need, the design team plans to include guidelines concerning appropriate forms of support and guidance for new administrators. Staff plans to recommend to the Commission a requirement for administrators to include documentation that they received support and mentoring meeting the Commission's guidelines, verified by both the administrator and the employer, when applying for their professional clear credential. Establishing a support and mentoring requirement separate from the advanced preparation requirement will ensure that proper attention will be paid to this critical aspect of an administrator's early professional development.

Objective 6: Allow capable, experienced individuals to demonstrate their knowledge skills and abilities, consistent with credential requirements, through a combination of written and performance-based measures

As a result of the passage of AB 1655, the Commission now has the authority to select and adopt an examination aligned with state administrator preparation standards for the preliminary administrative services credential. Candidates for the preliminary credential will be able to substitute passage of this examination for completion of a formal administrator preparation program. These individuals will still be required to possess an appropriate prerequisite teaching or services credential, verify three years of school experience and meet the state's basic skills and character and identification clearance requirements in order to qualify for the credential.

In early October, Educational Testing Service, Inc. (ETS) conducted a standard-setting study in California on the School Leaders Licensure Assessment (SLLA). This test is designed to assess an administrator's knowledge and skill on the ISLLC standards, which are essentially the same as the CPSEL standards, at the point of *entry* into the profession. A group of approximately 20 individuals, representing current site administrators (the majority), stakeholder groups and college or university faculty, spent the day with ETS working over every question in the assessment and identifying a passing score that seemed appropriate for entry level administrators. A full report on the standard setting study will be presented to the Commission in December with a recommendation to adopt the SLLA and set a passing standard for the preliminary credential. The examination will be offered for the first time in California in January, 2003.

The passage of AB 1655 also established the Commission's authority to select and adopt a performance assessment to serve as an additional option for current administrators to

meet advanced preparation requirements for a Professional Administrative Services Credential. ETS has also developed, under the Council of Chief State School Officers, a portfolio assessment that is being evaluated for this purpose. A standard setting study will be scheduled in the coming months and a recommendation to the Commission regarding this instrument will follow.

Summary

In summary, through legislation, Title 5 regulation revisions and standards development, the Commission has made substantial progress on its March 2002 action plan. The design team will be meeting on October 25, and staff will provide an update and infolder item at the November Commission meeting.

Timeline for Completion of Activities Related to the Reform and Restructuring of Administrative Services Credentials

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.
<u>Objective 1:</u> Provide greater flexibility to districts in employing individuals for administrative positions at the district level. Task: Complete Title 5 Regulation Change				X		
<u>Objective 2:</u> Recast administrator standards, preparation and induction to focus on instructional leadership and success for all students. Task 1: Complete the development of draft standards Task 2: Conduct field review of draft standards Task 3: Revise and adopt new standards		X	X	X	X	
<u>Objective 3:</u> Authorize alternative, accredited, standards-based routes to the credential, including preparation offered by school districts. Task 1: Complete Title 5 regulations to allow non-university based preparation programs. Task 2: Ensure quality and equivalence in alternative pathways through new standards.				X X	X	
<u>Objective 4:</u> Ensure licensure portability for administrators prepared in other states	Completed					
<u>Objective 5:</u> Restructure professional clear credential requirements to focus on mentoring, support and assistance. Task 1: Establish guidelines for mentoring support and assistance in new administrator preparation standards. Task 2: Create process for documenting that mentoring, support and assistance were provided to the administrator				X X		
<u>Objective 6:</u> Allow capable, experienced individuals to demonstrate their knowledge, skills and abilities, consistent with credential requirements, through a combination of written and performance based measures. Task 1: Adopt examination for preliminary credential candidates. Task 2: Set appropriate passing standard for the examination Task 3: Adopt assessment for professional credential candidates. Task 4: Set appropriate passing standard for the assessment.			X X	X X		